

**TO: Chairman and Members**

**DATE: March 14, 2013**

**SUBJECT: Public Policy Institute of California -  
Research Project Update**

**AGENDA ITEM: H**

**ACTION: X  
INFORMATION:**

**RESOURCE PERSON: Robert Takeshta**

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**Summary:**

This agenda item requests the Board of State and Community Corrections (BSCC) to endorse the Public Policy Institute of California (PPIC) and BSCC 10-County Data Collection Project.

**Background:**

The PPIC has proposed to partner with the BSCC to conduct a 10-County data collection research project to identify the most effective and efficient practices under California's public safety realignment. PPIC will work with the BSCC to document county activities and analyze outcomes across a set of key performance measures. The ultimate goals of the project are to identify the sanctions, interventions and services that are the most effective for reducing recidivism and to provide the necessary information for counties to plan further steps to reduce criminal justice costs while maintaining public safety.

The initial phase of this project involves selecting a subset of 8-12 counties for analysis based on their representativeness of the state as a whole and the diversity of their approaches to realignment. As a group, these counties should capture the majority of the California population and the majority of the projected realignment population. This group of counties should also approximate the state population well in terms of demographic and economic characteristics, as well as the regional and urban/rural diversity of the state. (See attachment H-1 for additional details.)

This project has received letter of support from Santa Cruz County Administrative Officer Susan Mauriello, the California State Sheriff's Association and the California State Association of Counties (Attachments H-2, H-3, and H-4).

BSCC staff will continue to work with PPIC to finalize the MOU between PPIC and the BSCC; however the endorsement of this project will allow preliminary work to continue without delaying the timeline for this project.

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**Recommendation/Action Needed:**

Staff recommends that the Board endorse the Public Policy Institute of California and BSCC 10-County Data Collection Project and to direct staff to continue to work with PPIC to finalize the MOU.



## **Measuring Performance and Outcomes of California's Public Safety Realignment March 2013**

### **Background and Need**

California is pursuing historic changes to its adult corrections system. In October 2011, the state shifted significant corrections responsibilities to its counties—including authority over most non-serious, non-violent, and non-sexual offenders. Motivated in part by rulings from the federal courts, this unprecedented policy shift—known as “realignment”—has generated enormous interest and concern at the state, county, and community levels.

This is the biggest shift in corrections policy in decades, affecting tens of thousands of prisoners and public safety of all Californians. But there is no funding earmarked for data collection, research, or evaluation to assess the effects of the change on recidivism, costs, and crime rates. As a result, documenting the effects of the change is challenging. There have been laudable efforts to collect summary data on a handful of measures for all 58 counties by the Chief Probation Officers of California and the California Board of State and Community Corrections (BSCC). These efforts are useful but quite limited. And although some counties have contracted or otherwise enlisted the assistance of researchers to do evaluations or help develop measurement systems, these efforts are largely uncoordinated and are not leading to consistent data collection across counties. Without improved efforts at documentation, the effects of realignment—both positive and negative—will remain hidden from view. Worse, in the absence of good data these effects are apt to be characterized by anecdote, spurious correlations, or political beliefs.

### **Project Description**

California's counties are responding to public safety realignment in a variety of ways. PPIC is in the unique position to standardize both data collection and evaluation to help shed light on successful local policies and practices. PPIC has offered both the state and the counties help to a) develop realignment-relevant data to aid the BSCC in meeting its reporting obligations and its responsibility to support counties in the implementation of realignment; b) assist counties in identifying data that will enhance county decisionmaking in the short term and management of community corrections populations in the long term; and c) provide an empirical basis for evaluating various policies in relation to public safety and other outcomes.

We will assist the BSCC in collecting data at the individual level and will track offender behavior and system responses in custody and in the community. Some data will come from the California Department of Corrections and Rehabilitation and the California Department of Justice, and some will come from county sources. PPIC has drafted a codebook on the specific measures to be collected in each category.

The proposed project will be undertaken in ten counties, which PPIC will select to be representative of the state as a whole. We have not yet finalized our selection (other than Los Angeles), but we have been in contact with a number of possible candidates. PPIC will provide all counties, regardless of their participation, access to the codebook, the supplementary instruments, and the technical knowledge gained from the project.

### **County Selection**

The first phase in this project involves selecting counties for analysis based on their representativeness of the state as a whole and the diversity of their approaches to realignment. As a group, these counties should capture the majority of the California population and the majority of the projected realignment population. This group of counties should also approximate the state population well in terms of demographic and economic characteristics, as well as the regional and urban/rural diversity of the state.



## Data Collection

The second phase of the project involves identifying the data elements needed to assess the impacts of realignment policy at the county and state level. We will seek assistance from selected counties and statewide data holders (e.g., CDCR and DOJ) in assembling an individual level dataset that includes the following data elements:

*Individual Identifier:* The individual identifier allows us to keep track of individuals over time and as they move through systems. The most common individual identifier is the Criminal Investigation and Identification number (CII number). However, different agencies and departments may use different individual identifiers. In the process of preparing the dataset for analysis, we may need to retain other forms of individual identifiers (such as name or address) to allow for matching across systems. Once the matching is completed, the data will be stripped of any personally identifying information.

*Demographic Characteristics:* The inclusion of demographic characteristics in the dataset will allow us to control for differences in population composition across counties, as well as allow us to conduct subgroup analysis. Commonly collected demographic characteristics include date of birth, gender, race and ethnicity.

*Criminogenic Characteristics:* Criminogenic characteristics include criminal histories and current offenses, as well as assessed risks and needs related to the likelihood of recidivism. The inclusion of criminogenic characteristics, like demographic characteristics, allows us to control for differences in population compositions across counties. We will also use criminogenic characteristics to analyze the match between the risks and needs identified and the sanctions and services received.

*Sanctions and Services:* Given the size of the realigned population relative to jail capacity, many counties are utilizing alternative sanctions and services to mitigate the potential risk to public safety induced by lower levels of incarceration. In addition to the time held in custody for the current offense, we will also collect any alternative sanctions imposed on the offender and any services received by the offender during the period of incarceration and/or supervision.

*Recidivism Outcomes:* This study captures the following three measures of recidivism: arrest, conviction and return to custody (jail or prison). The data will permit measurement on any time period (6 months, 1-year, 3-year) or any type of offending (e.g., violent, property, drug, or sexual). As a result, individual counties can select their own recidivism measures for use locally and the BSCC can create a standardized measure.

## Why PPIC?

PPIC's reputation for high-quality, independent, and timely information on a range of key policy topics has made us a go-to source for engaged Californians and decisionmakers across the state and in the nation's capital. Our publications and outreach related to corrections have facilitated strong relationships with key policy communities at the state and local level, including the California Department of Corrections and Rehabilitation the Board of State and Community Corrections, California State Sheriffs' Association, Chief Probation Officers of California, California State Association of Counties, and the County Administrative Officers Association of California.

Findings from the research will be disseminated in a variety of ways through PPIC's strong communications program, including briefings, targeted meetings, publications, and web outreach.

## Project Team

The team for this project includes policy researchers Mia Bird, Ryken Grattet, Joe Hayes, Dan Krimm, and Sonya Tafoya, communications professionals (Abby Cook, Linda Streat, and Lynette Ubois), and government affairs staff (Dave Leshner).



# County of Santa Cruz

## COUNTY ADMINISTRATIVE OFFICE

701 OCEAN STREET, SUITE 520, SANTA CRUZ, CA 95060-4073

(831) 454-2100 FAX: (831) 454-3420 TDD: (831) 454-2123

SUSAN A. MAURIELLO, J.D., COUNTY ADMINISTRATIVE OFFICER

November 6, 2012

Board of State & Community Corrections  
600 Bercut Drive  
Sacramento, CA 95811

Dear Members of the Board of State and Community Corrections:

It is with great enthusiasm that I write to you today to urge your approval of Item N on the November 2012 Board of State & Community Corrections (BSCC) agenda. Item N is a proposal by the Public Policy Institute of California (PPIC) to measure performance and outcomes of the State's public safety realignment initiative. As you know, SB 92 assigns broad responsibilities to the BSCC to collect data and evaluate the effectiveness of California's justice system with particular emphasis on the new provisions established by AB109 and related statutes.

While the responsibilities are clear, no specific resources have been established for this purpose. As such, the BSCC will need to creatively rely on existing State and local data and restructure the work program of BSCC staff to accomplish the goals set forth in the statutes. In addition, California is very fortunate to have rich and capable policy and academic resources available to assist, many of whom are already working on various aspects of evaluating the implementation of justice realignment.

Recently, through the work of the Stanford Criminal Justice Center, I became aware of the efforts of Ryken Grattet, a Policy Fellow at the PPIC. Under his leadership, the PPIC is proposing to conduct an evaluation of realignment by sampling 8-12 counties which are representative of the diversity of the state. Using data from the Department of Justice, California Department of Corrections and Rehabilitation and the Counties, PPIC researchers will analyze the practices and data in an effort to document public safety outcomes. The PPIC is requesting our approval of a Memorandum of Understanding that will allow their work to proceed, encourage cooperation among

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Board of State & Community Corrections  
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Counties and the State, and establish a solid framework for the objective evaluation of California's Justice Realignment. The research is proposed to be financed by PPIC at no additional cost to the State.

I have offered my support to Director Mazzilli and the research team, and I urge your approval of this important proposal.

Very truly yours,



Susan A. Mauriello  
County Administrative Officer

Cc: Ryken Grattet, PPIC  
Professor Joan Petersilia, Stanford Criminal Justice Center



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**California State Sheriffs' Association**

*Organization Founded by the Sheriffs in 1894*

December 12, 2012

Acting Secretary Martin Hoshino, California Department of Corrections and Rehabilitation  
Chair, Board of State and Community Corrections  
1515 S Street, 522N  
Sacramento, CA 95811

Dear Acting Secretary Hoshino,

We are writing to support the Public Policy Institute of California (PPIC) proposal to offer technical assistance to the Board of State and Community Corrections (BSCC) as well as a handful of California counties to improve upon the available evidence about offenders affected by Public Safety Realignment. PPIC is proposing to work closely with the BSCC and selected counties to track realigned offenders' behavior and outcomes in jail and under supervision in the community. The data gathered in this project will be useful for assessing the impacts of realignment, tracking the changing composition of jail and probation populations, identifying effective practices, and planning for the future. The lessons of this project will be shared with all counties in the state. Moreover, this work will complement efforts planned by the California State Sheriffs' Association to collect its own data on realignment.

On December 6, 2012, the California State Sheriffs' Association met in Oakland and voted its approval of the PPIC's proposal. The Sheriffs expressed strong support for this work.

Sincerely,

Keith Royal, CSSA President  
Sheriff, Nevada County

Robert Doyle, CSSA Legislative Committee Chair  
Sheriff, Marin County

cc: Sheriff Lee Baca, Los Angeles County  
Sheriff Dean Growdon, Lassen County  
Carmen Green, CSSA Deputy Executive Director  
Nick Warner, CSSA Legislative Director  
Patricia Mazzilli, BSCC Executive Director



*County Administrative Officers  
Association of California*

February 25, 2013

Secretary Jeffrey Beard, Ph.D.  
California Department of Corrections and Rehabilitation  
Chair, Board of State and Community Corrections  
1515 S Street, Suite 522 North  
Sacramento, CA 95811

**RE: Public Policy Institute of California (PPIC) Research Efforts**

Dear Secretary Beard:

On behalf of the California State Association of Counties (CSAC) and the County Administrative Officers of California (CAOAC), we write in support of the Public Policy Institute of California's (PPIC) commitment of technical assistance and research support to counties in the context of 2011 public safety realignment (AB 109) implementation. As presented to the Board of State and Community Corrections (BSCC), PPIC is finalizing plans to undertake an assessment of the individual implementation efforts of 10 counties. Participation in this project is voluntary, but the selected jurisdictions will be thoughtfully selected to reflect the diversity of California counties. The study will involve a data collection effort that can be shared and replicated in other jurisdictions.

The stated goals of the PPIC research project are to identify the most effective and efficient practices under public safety realignment and, in partnership with the BSCC, analyze county outcomes through identified performance measures. This analysis will help counties across the state by identifying interventions and services that produce the best results. PPIC has agreed to make available data definitions and technical specifications developed during the 10-county study so that other jurisdictions can benefit.

While CSAC and CAOAC support the underlying tenet of realignment that local communities can deliver services and produce better outcomes if given broad responsibility and funding to innovate locally, we also support reliable and independent research efforts to help gain a better understanding of statewide results. PPIC has distinguished itself across a variety of important public policy areas with its objective, non-partisan research. We are gratified that PPIC is poised to help shape and inform the policy discussion around the far-reaching correctional reforms now underway in California, and we endorse their collaborative efforts with the BSCC.

Sincerely,

Handwritten signature of Matthew L. Cate in black ink.

Matthew L. Cate  
CSAC Executive Director

Handwritten signature of Terry Schutten in black ink.

Terry Schutten  
CAOAC Executive Director